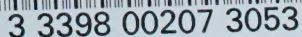


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I N D E X

V O L U M E 17

1st December, A.D. 1954

Presentation of exhibits..... 2067

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L. O. GERTLER

Presentation of brief..... 2070

Filing of exhibits..... 2098

Copy of Exhibit 124E..... 2100

Filing of exhibits..... 2106

Discussion re Chamber of Commerce brief..... 2110

L. O. GERTLER

Examination by Mr. Steer..... 2115

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# E X H I B I T S

## V O L U M E 17

1st December, A.D., 1954

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119E	Series of Edmonton maps.....	2068
120E	Final brief of Edmonton District Planning Commission.....	2070
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122E	Excerpts from Minutes of the Commission with regard to the withdrawal of Strathcona.....	2098
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124E	Excerpts from "New Towns and the Case for Them" by Lord Beveridge.....	2099
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THE SITTINGS OF THE ROYAL  
COMMISSION ON METROPOLITAN  
DEVELOPMENT OF CALGARY AND  
EDMONTON, held at the Court  
House, Edmonton, Alberta,  
commencing Wednesday, the  
1st day of December, A.D.  
1954, at 9:45 a.m.

---

THE CHAIRMAN: All right, Mr. Moffat.

MR. MOFFAT: Mr. Chairman, for several days now I have been working on a memorandum on population growth, and in view of the fact that that subject comes up in the material of the District Planning Commission I thought it might be advisable to file it with their memorandum at this time and give it an exhibit number.

THE CHAIRMAN: All right, Exhibit 118E.

MEMORANDUM ENTITLED "POPULATION  
GROWTH IN THE CITY OF EDMONTON",  
AS PRODUCED, IS MARKED EXHIBIT  
118E AND PUT IN.

MR. MOFFAT: The document is called "Population Growth in the City of Edmonton", but actually it deals with the whole area.

MR. DAVIES: Mr. Moffat, is this the type of memorandum that should be typed into the record or just filed as an exhibit?

MR. MOFFAT: I think what probably should be done is to file it as an exhibit so everybody can be familiar with it, and then when I come on the stand I can read it into the record at that time.

Now, Mr. Chairman, in addition there are a group

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THE RECORDS OF THE BOARD  
OF DIRECTORS OF THE DISTRICT  
OF COLUMBIA, held at the  
Board, December, 1934,  
concerning the  
1st day of December, 1934,  
1934, at 1:45 p.m.

THE CHAIRMAN: All right, Mr. Moffat.

MR. MOFFAT: Mr. Chairman, for several days now I have  
been working on a memorandum on population growth,  
and in view of the fact that that subject came up  
in the material of the District Planning Commission  
I thought it might be advisable to file it with

their memorandum at this time and give it an

exhibit number.

THE CHAIRMAN: All right, Exhibit 111.

MEMORANDUM FOR THE DISTRICT  
PLANNING COMMISSION  
SUBJECT: POPULATION GROWTH  
IN THE CITY OF WASHINGTON  
AS PRESENTED IN EXHIBIT  
111A AND 111B

MR. MOFFAT: The document is called Population Growth  
in the City of Washington, but actually it deals with  
the whole area.

MR. DAVIES: Mr. Moffat, is this the type of memorandum  
that should be typed into the record or just filed  
as an exhibit?

MR. MOFFAT: I think what probably should be done is to  
file it as an exhibit so everybody can be familiar  
with it, and then when I come on the stand I can read  
it into the record at that time.

Now, Mr. Chairman, in addition there are a group



MR. MOFFAT: (Cont.)

maps which have been filed showing the different areas of the City in which development has been occurring, and where the sewer extensions would go and where the waterworks extensions would go as population increases, and it seems to me that that also should have an exhibit number related to this other group of documents.

THE CHAIRMAN: And entered at this time?

MR. MOFFAT: Yes; that has been submitted to the Commission quite some time ago in the large maps.

THE CHAIRMAN: But these are sectional or division maps, are they? I don't understand exactly what they are; have you them there?

MR. McGRUTHER: That's that set of maps with the gas line, --

THE CHAIRMAN: Oh, yes, I understand now.

MR. McGRUTHER: Just a series of Edmonton maps.

THE CHAIRMAN: A series of Edmonton maps, 119E.

SERIES OF EDMONTON MAPS, AS  
PRODUCED, IS MARKED EXHIBIT  
119E AND PUT IN.

MR. MOFFAT: Now, for the sake of the record it might be well to list what these maps cover. The first one is simply a copy of the base map we have been dealing with.

THE CHAIRMAN: This one?

MR. MOFFAT: Yes. The second one is urban expansion showing where the new building has been occurring in the last few years; the third one is sewers; the fourth one is water; the fifth one is transit lines;

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MR. BARTON: (Cont.)

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Presentation of exhibits.

L. O. Gertler - The Chairman Ex.

- 2069 -

MR. MOFFAT: (Cont.)

and the sixth one is the boundaries of school districts in the area; not school divisions but school districts in the area. Now, they are all fastened together as one group and would have one exhibit number.

THE CHAIRMAN: Yes, that's 119E.

MR. STEER: Mr. Chairman, Mr. Yorath apologizes that he can't be here to say this himself, but he asked me to say it. Commissioner Davies asked him yesterday if the five percent franchise tax would apply in Calgary, and he said he thought it did. He has checked that now and he finds that it does not.

THE CHAIRMAN: It does not?

MR. STEER: It does not, and in fact, as far as Canadian Western is concerned there are no five percent taxes similar to those that are in force with Northwestern.

THE CHAIRMAN: Thank you very much, Mr. Steer.

Now, I think we are ready for you, Mr. Gertler.

L. O. GERTLER, recalled, on his former oath testified as follows:

THE CHAIRMAN: This is your final brief?

A Yes, sir.

THE CHAIRMAN: I don't want you to think I was emphasizing "final", I was just distinguishing between them. Mr. McGruther, I think before Mr. Gertler starts we will have this marked.

MR. McGRUTHER: 120E.

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THE CHAIRMAN. Thank you very much, Mr.

Now, I think we are ready for you, Mr. Gertler.

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THE CHAIRMAN

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FINAL BRIEF OF EDMONTON DISTRICT  
PLANNING COMMISSION, AS PRODUCED,  
IS MARKED EXHIBIT 120E AND PUT IN.

A Mr. Chairman, there are three exhibits connected with this brief, copies of which have already been made available to your office. Would it be in order to register these at the conclusion of the reading of the brief?

THE CHAIRMAN: Yes, unless you are likely to be referring to them as we go along and we should have them.

A I do not intend to refer to them, sir.

THE CHAIRMAN: Very well; you might remind me that they are to be entered at the conclusion.

A "PRESENTATION OF THE EDMONTON DISTRICT PLANNING  
COMMISSION TO ROYAL COMMISSION ON METROPOLITAN  
DEVELOPMENT

---

This second brief of the District Planning Commission has been prepared, first, to provide a factual basis for the original statement of principles and objectives, and secondly, to explain, as concisely as possible, the background of planning theory and experience that underlies the submission of the district planning organization. Four of the five original parts will be briefly restated, and submitted to separate analysis.

1. DEFINING THE METROPOLITAN AREA

A sound definition of the metropolitan area will be determined by existing land use, the land required for industry, and upon the





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"economic limits and capacity of the central utility systems, particularly sewer and water.

Land Use

The map of Edmonton and Environs (Exhibit 73-E) shows the extent of urban development at the end of the 1954 building season. Its development displays the following predominant characteristics:

- (a) A compact, circular type of growth, flanking the North Saskatchewan River.

There is almost a complete absence of the familiar North American pattern of city growth, - a scattered, uneconomic spread of urban uses along main arteries into the open country. The accompanying maps of urban development in and around Cleveland, Ohio, and Edmonton, illustrate the striking difference between orderly, compact, growth and scattered, not-so-orderly development. The Edmonton type of growth lends itself to economic servicing by a central utility and transportation system.

- (b) In the main, industry is located on the periphery of the built-up area, along railway lines, and housing is located within the industry-formed circle.
- (c) The present bias of urban development is towards the south-east, and east in the wake of the downstream, downwind

1. Introduction

2. Theoretical Framework

3. Methodology

4. Results and Discussion

5. Conclusion

6. References

7. Appendix

8. Bibliography

9. List of Figures

10. List of Tables

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33. Statement of Dedication

34. Statement of Passion

35. Statement of Enthusiasm

36. Statement of Motivation

37. Statement of Inspiration

38. Statement of Creativity

39. Statement of Innovation

40. Statement of Leadership

41. Statement of Vision

42. Statement of Mission

43. Statement of Values

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77. Statement of Disability Insurance

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88. Statement of Recreation

89. Statement of Entertainment

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170. Statement of Natural Science

171. Statement of Formal Science

172. Statement of Applied Science

173. Statement of Interdisciplinary Science

174. Statement of Transdisciplinary Science

175. Statement of Multidisciplinary Science

176. Statement of Cross-disciplinary Science

177. Statement of Converging Science

178. Statement of Diverging Science

179. Statement of Integrating Science

180. Statement of Reducing Science

181. Statement of Increasing Science

182. Statement of Decreasing Science

183. Statement of Sustaining Science

184. Statement of Regenerating Science

185. Statement of Restoring Science

186. Statement of Rebuilding Science

187. Statement of Rejuvenating Science

188. Statement of Revitalizing Science

189. Statement of Renewing Science

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" location of petro-chemical industry.

(d) Existing land use shows a high degree of conformance with the zones of the Outline General Plan. (Exhibit 14-E)

#### Industry

The adequacy of the Outline General Plan, as a basis for defining the metropolitan area will, in large measure, depend upon the extent to which it provides suitably located land for the natural evolution of industry in the Edmonton area.

For the purpose of calculating the quantity of industrial land, used and unused, we have divided the area of the general plan into four sectors. The River forms the east-west dividing line; the north-south line north of the river is 97th Street, and south of the river it is the C.P.R. tracks. Table 1 presents an 'inventory' of industrial land at October, 1954."

The table which is presented here shows that in all sectors with the exception of the southwest there appears to be an ample reserve of industrial land. As a whole there are some 8.5 square miles of undeveloped industrial land in the metropolitan area, or 56% of the total land zoned for industry is still undeveloped.

1970-1971

(Cont.)

The following table shows the number of persons who were employed in the various sectors of the economy in the year 1970-1971. The figures are in thousands of persons.

Sector	1970-1971
Manufacturing	1,200
Construction	800
Transport and communication	600
Trade	1,500
Services	2,000
Government	1,000
Unemployed	1,200

The total number of persons employed in the economy in the year 1970-1971 was 7,300 thousand persons.

The following table shows the number of persons who were employed in the various sectors of the economy in the year 1971-1972. The figures are in thousands of persons.

Sector	1971-1972
Manufacturing	1,300
Construction	900
Transport and communication	700
Trade	1,600
Services	2,100
Government	1,100
Unemployed	1,300

The total number of persons employed in the economy in the year 1971-1972 was 7,900 thousand persons.



- 2073 -

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"TABLE 1 - Industrial Land - Zoned, Used and Reserve,  
Outline General Plan

Sector	A Zoned	B Used	C Reserve	C as % of A
North-East	1065 A.	504 A.	561 A.	52.7%
North-West	2029	980	1049	51.7%
South-West	256	237	19	7.4%
South-East	6355	2542	3813	60. %
TOTAL	9705 A.	4263 A.	5442 A.	56. %

The 9705 A. (or 15 square miles) of zoned industrial land represents a substantial part of the area of the Outline General Plan, as indicated in the following table:"

Table 2 shows that of the total area which is urbanized or may be expected to be so on the basis of zoning, 23% is dedicated to industrial land.

MR. GARSIDE: May I just interrupt? I wonder if you would tell me of that 5,442 acres, how much of it is already within the City limits?

A Now, I believe that amongst Mr. Moffat's material there is a statement of the reserve industrial land in the City and I think that would be an accurate statement.

MR. GARSIDE: Mr. Chairman, Mr. Moffat thinks he should file that now so we will have the two references together, do you mind, sir?

THE CHAIRMAN: Quite all right, Mr. Garside.

DR. MAYO: Are you referring, Mr. Gertler, to everything -- just to get this question of area straight, to everything within the outer green belt?

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A Well, we refer to two areas: the one within the inner green belt is the one on which the percentages were taken because that is more strictly the urbanized or to-be-urbanized area. We have not taken the percentages over the whole area, that is, the 120 square miles covered by the outer green belt, because it will include a lot of farm land.

MR. GARSIDE: Is that the table?

A Yes, that is the table I was referring to.

MR. GARSIDE: I would like to file that; it is headed "Potential Land Use areas within the Corporate Limits of the City of Edmonton as at December 31st, 1954."

MR. DAVIES: Mr. Garside, you said "as at December 31st 1954". Did you mean that?

MR. GARSIDE: Yes, sir, that's right.

THE CHAIRMAN: Now, I am not clear what Mr. Moffat said; this is material that has been furnished us but has not been given an exhibit number?

MR. McGRUTHER: It's in the City file.

THE CHAIRMAN: Then the number will be 121E, Mr. McGruther?

MR. McGRUTHER: Correct.

THE CHAIRMAN: Will you give us the name again?

MR. GARSIDE: The heading is "Potential Land Use Area within the Corporate Limited of the City of Edmonton".

DOCUMENT HEADED "POTENTIAL LAND USE AREA WITHIN THE CORPORATE LIMITS OF THE CITY OF EDMONTON", AS PRODUCED, IS MARKED EXHIBIT 121E AND PUT IN.

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L. O. Gertler - Presentation of brief.

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THE CHAIRMAN: All right, Mr. Gertler.

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"TABLE 2 - Industrial Land and Total Zoned Land

Zone	Area	Per Cent Total Area
General Urban - residential and local shopping, etc. airport	19,840 acres	47.8%
Central Area	645	1.7
Industrial	9,705	23.4
A-Zone Greenbelt - golf courses, parks, river bank, ravine, etc.	<u>11,248</u> 41,438 A. or 64.7 sq. mi.	<u>27.1</u> 100.0%
B-Zone Greenbelt	<u>35,000</u> A. 76,438 A. or 119.4 sq. mi.	

While the Commission believes that there is no ideal proportion of industrial land, that the requirement for each centre must arise out of its particular pattern of industrial growth - a few comparative figures selected at random, may help to evaluate Edmonton's situation. The National Capital Plan (Ottawa-Hull) based on an ultimate population of 500,000 provides for 4,000 acres of industrial land. The Town Planner of Vancouver has recently estimated that in the next twenty years his city will require an additional 1350 A. of industrial land (minimum) if it reaches an anticipated population of one million. The City of Cleveland, Ohio, with four times the population of metropolitan Edmonton has zoned only about half as much industrial land - some 5700 A., which constitutes 10% of the city area.

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"The metropolitan area of Philadelphia with about thirteen times the population of greater Edmonton, has devoted less than twice Edmonton's amount of land to industry - 17, 704 acres, of which 3,210 acres are used by the oil industry.

In gross, quantitative terms the Outline General Plan would seem to provide a comfortable margin for industrial growth. But more important is the extent to which all classes of industry might be satisfied, that is - the primary, petrochemical type of plant, that requires large tracts of level land, close to the river for both water and waste disposal, downstream and downwind from the built-up area, close to rail and close to the existing network of oil and gas pipelines; the secondary industry, which may need to be close enough to the primary to obtain byproducts and raw materials by pipeline; and the tertiary industry - machine shops serving both primary and secondary industry which often has an extremely high rate of repair and replacement of parts, and all the other consumer goods industries, sometimes referred to as the 'fillers' which arise to feed and clothe and furnish the families employed in the basic industries. The tertiary industries have less specialized locational requirements and may be satisfactorily located wherever there is level land close to



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"arterial roads, close to both railway lines, preferably within inter-switching limits, and within the range of economic servicing by all utilities. The Outline General Plan has attempted to take all these anticipated needs into account. All of the reserve land in the N.E., N.W. and S.W. sectors and 331 acres of the S.E. sector, that part which falls within the City limits, or a total of 1960 A. (3 square miles) is suitable for all tertiary industries and those secondary industries which do not require immediate proximity to primary plants and which are non-noxious. The remaining 3482 A. (5.4 square miles) which is in the south-east sector, adjacent to both railways and to the primary plants, is choice land for secondary industry of all types. Approximately 1100 acres of this, that part closest to the river and furthest east, is suitable for primary industry from a location point-of-view, but most of it is undermined (908 A.), subject to subsidence and hazardous for heavy structures. (See Annual Report, 1952-53, P. 10-12). For this reason large primary industries, that is industry concerned with the processing of raw materials only, are not excluded from the "B" zone green-belt. It is a recognition, as well, of the self-sufficiency of those industries with respect to sewer and water services, and of the centri-





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"petal pull of the established petro-chemical complex of housing facilities and other amenities which will keep the location of this industry within the area of the general plan. If, however, the lure of cheap land, the main centrifugal force, pulls primary industry beyond the area of the general plan, that industry will be so far from the facilities of the centre as to provide the basis for a self-contained, satellite community.

#### Utilities and Population

The Commission understands that the City of Edmonton will be submitting maps and data on the limits and capacities of the central utility systems. Without going into details here, it will suffice to note that the economic limits of the sewer and water systems conform approximately, though not exactly, to the limits of the urban zones in the Outline General Plan. 'Economic limits' is used here to denote that area which can be served with sanitary sewer without having to build an entirely new system of trunk mains with greater capacity; and that area which can be served with water at a pressure of 45 p.s.i. To provide for an additional population beyond these limits will require, as well, substantial capital investments in new sewage and water treatment plants - that is, beyond those now built or projected.

The vital question, therefore, is to estimate how many people can be accommodated within the area

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"of the general plan, and to relate that figure to trends of population growth. Our latest estimate of reserve residential land (October 1954) was 5711 acres, which at a density of 15 (or about 4 families) to the acre will absorb an additional 85,665 people, or at a density of 24 (or about 6 families) to the acre, an additional 137,064 people. If these estimates are added to the present metropolitan population of 217,000 (estimated) the total population which may be accommodated within the Outline General Plan is between 303,000 and 354,000 people.

If the mathematical trend line of greater Edmonton population from 1941 to 1954 is projected, as in the accompanying graph, the area's future population is as presented in column A of Table 3; column B shows the metropolitan population, projected at the post-Leduc rate of growth of 7.6% per annum.

TABLE 3 - Population Trends - Metropolitan Edmonton

Year	A	B
1955	225,000	230,806
1956	232,500	248,808
1957	241,500	268,215
1958	250,000	289,135
1959	259,000	311,887
1960	268,000	336,214
1961	277,500	<u>362,438</u>
1962	286,000	390,708
1963	295,000	421,183
1964	304,000	454,035
1965	313,000	
1966	322,500	
1967	331,500	
1968	340,000	
1969	349,000	
1970	<u>358,500</u>	
1971	367,500	
1972	376,000	
1973	385,000	

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Now, the important figures in these columns are Column A which is the mathematical trend line projected from 1941, which shows that by 1970 the plan would be filled, and the other more optimistic projection, it shows that by 1961 the plan would be filled.

Thus, depending on economic expectations, the limits of a metropolitan area defined on the basis of the Outline General Plan could be maintained from 7 to 16 years, on the assumption of development at six families to the acre. Herein lies the urgency for achieving the other major element of the regional plan -- the decentralization of metropolitan growth into new and district towns.

## 2. OBJECTIVES FOR ORDERLY DEVELOPMENT OF THE METROPOLITAN AREA

Orderly development within the defined area will depend upon the attainment of optimum metropolitan limits, the maintenance within those limits of a balance between the major land-uses, the planning and development of an integrated road system, the achievement of an efficient home-work pattern, and upon the scheduling of land development in accordance with the principle of least cost.

### Optimum Metropolitan Growth

Behind the concept of optimum or ideal growth, which is a basic element in the



1953  
The following is a list of the  
names of the persons who were  
present at the meeting held on  
the 1st day of January, 1953.  
The names are listed in the  
order in which they were  
present at the meeting.

A (Cont.)

" regional plan, is what appears to be virtually a law of urban development, based on the accumulated experience of city growth. There is a constant relationship between the size of an urban centre and the per capita cost of government. In the early stages of growth a decline in costs is inherent in the nature of local investments. Sewer and water systems, for example, are always designed for anticipated demand in excess of present demand. When growth occurs and there are more customers using the existing systems, the per capita cost of operation will go down. But there comes a time in the development of all urban communities when this no longer holds true. The sewage system may be forced into less desirable areas where costly pumping is necessary. To guard against stream pollution, secondary treatment may become imperative. The community may have to increase the capacity of the water treatment plant, or to build reservoirs to maintain an adequate water pressure. More durable and expensive pavement may be required. Traffic congestion may multiply passenger-mile costs of the transit systems. And, above all, there will be a rise in the cost of administration. Size means complexity and organization, more expert and more costly





- 2082 -

A (Cont.)

"staff. A point may be reached where, in spite of the best efforts of all, decreased unit costs in some utilities and services are offset by increased costs of administration, by the effects of congestion, and by the burden of extra capital investment. That point will be different for every community, depending on local costs of labor and materials and on internal efficiency, but every community is inevitably faced with this problem.

This law of urban development, the rise of the cost of government with the rise in population of cities, is demonstrated by accompanying graphs on Per Capita Cost of Government for all American cities above 25,000 people, Ontario Communities from 6,000 people and up, and for the City of Edmonton from 1939 to 1953. All curves show the same general characteristics - a movement upwards, broken by plateaus where costs stabilize within certain population ranges, and then jump drastically upwards until a new plateau is reached. American and Canadian experience is summarized in Tables 4 and 5."

Table 4 on the American cities shows that from 100,000 to 250,000 people -- no, pardon me -- from fifty to one hundred the increase is something over 3%; from a hundred to two hundred and fifty it is 11.3; from two fifty to five hundred it is 3%; and from five hundred to one million it is a 51% increase. Now,



- 2083 -

A (Cont.)

the table following shows a similar pattern but with, of course, different degrees of change for Ontario cities. I might offer a word of explanation as to why the Ontario cities were selected. That is because I felt it was one of the older areas of the country, where the urban development is the most mature; so that differences in size and differences in cost are not likely to be simply an expression of differences in services.

TABLE 4 - Per Capita Cost of Government - American Cities 1947

Population Size Groups	Per Capita Cost	Per Cent Incr.
25,000 - 50,000	29.77	3.1
50,000 - 100,000	30.70	11.3
100,000 - 250,000	34.16	3.1
250,000 - 500,000	35.25	51.0
500,000 - 1,000,000	53.29	

Source: Computed from U. S. Bureau of the Census,  
Compendium of City Government Finance in 1947,  
City of Finances, 1947, No. 2 Washington:  
(Government Printing Office, 1949)

TABLE 5 - Per Capita Cost of Government - Ontario Cities,  
Towns and Villages, 1952

Population Size Groups	Per Capita Cost	Per Cent Increase
6,000 - 7,499	44.76	8. %
7,500 - 9,999	48.36	2.8
10,000 - 16,999	49.74	20.3
17,000 - 34,999	59.88	4.
35,000 - 55,000	62.25	20.4
95,000 - 225,000	75.00	20.3
667,364 - (City of Toronto)	90.26	

Source: Ontario Provincial - Municipal Relations Committee -  
Progress Report. 1953.



Number

11-2507      11-2508  
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11-2509      11-2510

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" The operation of the urban 'law' can be demonstrated, as well, in the tendency, with excessive growth, towards intensifying problems of traffic, downtown parking, land costs and housing congestion.

The Commission takes the view that the development of the metropolitan area will be more orderly and economic if it is consistent with the 'law' of urban development rather than in conflict with it. Hence the attempt to define an optimum in its general plan. Growth may, of course, occur beyond the optimum, but not without serious consequences in cost and living conditions.

#### Balance Between Land Uses

Maintenance of balance between major land-use zones is a matter of some importance because its absence will inevitably create pressures that will break the plan. If enough residential land is not provided for industrial employees and their families within the plan, housing development will occur outside the plan and the all-important element of size will be out of control. It is necessary, therefore, to anticipate the housing demand arising from the full development of the industrial zones, and to provide for its growth in an orderly manner, in areas which can be developed most economically. Table 6 demon-

Page 255

Reaching the top of the hill

and all around the hill the wind was high

and the wind was high and the wind was high

and the wind was high and the wind was high

and the wind was high and the wind was high

and the wind was high and the wind was high



- 2085 -

A (Cont.)

"strates the condition of balance in the Outline General Plan, by sectors, as defined in Part 1, and for the whole area."

It shows that there is an overall deficiency of residential land when one estimates what would be required for the non-industrial working force as well as for the industrial working force; but the table shows that a balance could be maintained with the addition of certain lands to the residential zone, without prejudice to the basic aims of the plan. The lands are not specified, but the total figure is presented in the table.

"It shows that an approximate balance between major land uses can be attained by the zoning of 2040 acres additional residential land in areas consistent with the general plan. This means that balance would be attained at a maximum population of about 400,000.

TABLE 6 - Balance - Major Land Uses - Outline General Plan

Land	N.E.	N.W.	S.W.	S.E.	Total
A. Industrial Reserve	561 A.	1049 A.	19 A.	3813 A.	5442 A.
B. Residential Reserve	905 A.	2035	62	2709	5711
C. Residential Land required by A.	798 A.	2313	24	1937	5072
D. Balance between B. and C. (surplus)	107 A.	19 A.	18 A.	772 A.	639 A.
E. Residential Land required, Non-Industrial working force					2624 A.
F. Net Deficiency of Residential Land - Present zoning					1985 A.



- 2086 -

A (Cont.)

"G. Possible Additions  
to Residential Zone,  
within limits set by  
'B' zone Greenbelt

2040 A.  
55 A.

H. Hypothetical Net Surplus

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NOTE: 'C' - N.E. derived by multiplying 'A' by a worker  
(household) to land density of 8.9, based  
on actual density of workers to land, of  
meat packing and creosoting Plants.

'C' - N.W. derived by multiplying 'A' by worker  
(household) density of 11, based on the  
brewery.

'C' - S.W. derived by multiplying 'A' by worker  
(household) density of 8, based on oil  
field industry.

'C' - S.E. derived by multiplying 'A' by worker  
(household) density of 5.4, based on  
refineries, chemical industry, oil field  
industry and machine shops.

- In each case it is assumed that each worker's household  
requires 7,000 sq. ft. of land, which is the gross area  
used at a density of 24 per A.

'E' - is derived by estimating on the basis of  
appropriate worker to land densities, the  
additional industrial working force when  
the reserve industrial land is fully  
occupied - that is 41,978 employees.

- assuming that the ratio of industrial to  
non-industrial workers remains at 40:60  
(1951 Census), the additional non-industrial

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481 181 181 181  
181 181 181 181



A (Cont.)

working force will ultimately be 62,967 employees, which at a density of 24 to the acre will occupy 2624 acres of residential land.

#### A Unified Major Road System

The relationship between orderly development and a unified, major road system for the whole metropolitan area should be evident to all. Location of major arteries, the reservation and acquisition of right-of-ways, the design of roadways and intersections - are all matters requiring close co-ordination. Only by regarding the entire area of the plan as one unit, can one achieve the proper relationship between land-use, traffic function and road location and design. Accompanying sketch maps, show Commission plans to co-ordinate the main roads of suburban areas with those of the City. Each of these have been duly adopted by appropriate municipalities, namely the towns of Beverly and Jasper Place, and the Municipal Districts of Stony Plain and Strathcona. But, in fact, they remain largely paper plans. There have been a few notable attempts at implementation; subdivisions have allowed for future road and rotary right-of-ways, obstructive developments at important intersections have been prevented, and recently there has been an edifying case of three-cornered co-operation to preserve the



A (Cont.)

limited access nature of 111th Avenue, between the town of Jasper Place, the Department of Highways and the District Planning Commission. The Commission prepared a replotting scheme, embodying service road access of Commercial properties on the south side of 111th Avenue, between 149th Street and 156th Street, the Highways Department undertook the survey and registration, and the Town gave its consent, and will construct the service road.

In spite of such efforts, however, the overall road system has foundered on a combination of financial incapacity, insufficient co-ordination between municipalities, confusion as to financial responsibility, and occasionally, due to an apparent loss of municipal memory. As a result Edmonton has its share of grand avenues which terminate in a two-storey house or an open field. There is a great and immediate need for a co-ordinated approach to the road system, in terms of planning, acquisition, design and construction.

Co-ordination of Housing and Workplaces"

Co-ordination of housing and workplaces is another objective that we think essential for orderly metropolitan development.

"Co-ordination of Housing and Workplaces

The study on the Journey to Work (Exhibit 15-E) which has already been filed as an exhibit, deals





A (Cont.)

"with the relationship between places of work and places of employee residence. Our aim in this analysis was, first of all, to find out the facts - do industrial and warehouse employees tend to live near their place of work or do they not? In general, we found that they do. Percentages of employee residences within the 1 1/4 mile radius of some of the industrial areas were as follows: the northeastern packinghouse and lumber area - 38%; the central warehouse area - 25%; the 104th Street oilfield service and supply area - 42%, and so on. The lowest percentage of employees cluster for any industrial area (excluding the Strathcona area) was 14%; the highest, 54%.

Analyzing the home-work patterns in each industrial area, we discovered that generally speaking the tendency to live close to work was greatest where the industries were long established, where the area was off-centre from the focus of the transportation system, and where there was, fairly close to industry, some housing accommodation within the means of the men and women working there - particularly those at the lower end of the income scale for whom the supply of suitable housing is limited.

In these discoveries we have a guide towards the proper coordination of the work, housing and traffic functions within the metropolitan



- 2090 -

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"area. It is well known that traffic congestion in any city is largely the result of the daily scramble of workers travelling to and from their place of employment. Time, cost and inconvenience are increased as the total distance travelled to work increases, and are lessened as that distance decreases. Thus the tendency of the industrial employees of the Edmonton area to minimize the distance between home and work is a type of group behaviour which minimizes the economic and social losses of work travel.

To make the most of this natural inclination, to give it scope, would seem to require, amongst other measures, a development policy which aims as much as possible to relate the scales of rents and housing costs in new neighborhoods to the income scale of the employees in the closest industrial group. If cross-section residential areas can be made available near the various centres of employment, a real contribution will be made to cutting down the travel between home and work in the metropolitan area. The worker will gain in leisure time and in the avoidance of the fatigue of daily travel. The employer will gain in the efficiency of his staff and he will evade the labor contract issue of portal-to-portal pay which arises when home-work travelling time is too great. And the community as a whole will gain by the elimination of much of





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"the annoyance and cost of traffic congestion.

Because the effective coordination of housing and workplaces is so closely tied to traffic problems, it affects the well-being of the people of the whole metropolitan area, and indeed of all the people in the Planning District who habitually transact business in the regional centre.

### 3. PLANNING FUNCTIONS AND MEANS

To achieve orderly development of the metropolitan area, certain government functions which are inherently metropolitan in nature, and others which are inherently regional in nature should be placed under executive control of appropriate metropolitan and regional planning bodies. Within the metropolitan area these functions are the designation of major land uses, approval of subdivisions, and planning of every aspect of the major road systems, the determination of population densities and the composition of housing, and scheduling the development of land. Within the region, beyond the metropolitan area, these functions are approval of subdivisions; the location, size and design of small holding hamlets and new towns, the determination of commercial zones along provincial highways, and the location of district parks and recreational areas. Other aspects of regional planning, such as the planning



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"of district towns and rural municipalities, should remain as advisory and technical services as they are at present.

The allocation of these functions between the metropolitan and regional planning authorities will depend entirely upon what is decided with respect to boundaries and the form of government in the metropolitan area. If no changes are proposed, orderly economic development would require that all the planning functions apart from the strictly local, be assigned to a regional planning body, on which representation of all municipalities within the Planning District would be ensured. If boundaries are changed to conform with a defined metropolitan area, the metropolitan and regional planning functions should be split and assigned to appropriate metropolitan and regional planning authorities.

#### The Planning Functions and The Regional Plan

The connection between the objectives for orderly development and the listed metropolitan functions is, perhaps, clear enough, and requires no further comment. But the relationship between orderly metropolitan development and the regional planning functions may not be apparent without a brief reference to the elements of the regional plan.

Acceptance of the principle of growth to

and the other side of the mountain.

The mountain is between the two cities.

orderly development and the listed metropolitan

regions in the country, and the

of the country as a whole.



- 2093 -

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An optimum size leads naturally to provisions of a greenbelt zone. This is simply a circumferential area from which residential development is excluded and as such represents a kind of fence which defines the physical limits of the urban area. But it is by no means intended as an economic 'no man's land.' Within the greenbelt there is room for agriculture, small holdings, motels, recreation facilities, institutions and primary industry. It is so located that it leaves space for growth, but not unlimited growth. And therein lies a significant point. The objective of optimum size and the greenbelt which defines and in part implements it - leads to a new definition of 'metropolis'. It is not the urban octopus which invades and dominates the countryside. It is instead the centre of a region - 'metropolitan' because it includes more than the original urban nucleus, but it is not aggressive, its boundaries are ultimately stable.

Closely related to the optimum concept and the greenbelt, is a third regional planning objective - the decentralization of metropolitan growth in new and/or district towns. This goal provides the necessary dynamic and reveals the regional perspective. It ensures that all the potentialities for growth in the region will be realized without offsetting disadvantages in



A (Cont.)

Urban costs and living conditions. The example of Fort Saskatchewan has already been cited. New industry stimulates population growth 17 miles downstream from Edmonton. The whole region benefits. Edmonton builders, wholesalers and industries find their market enlarged. Because the Fort represents a relatively fresh start, or dispersal of growth - the disadvantages of overgrowth are avoided in Edmonton, and the advantages of new growth inherent in the law of urban development are attained in Fort Saskatchewan. It is in its relationship to population growth that regional planning is linked to the orderly development of the metropolitan area.

The Commission has proposed that the regional planning body be vested with executive authority over the location, size and design of new towns because (a) - these are matters of regional rather than local concern, and (b) - because of its experience with a proposal to establish a residential community on (Section 27-52-23-W.4) the Wye Road, five miles from the City limits. So that the Royal Commission may obtain a full and balanced view of this application, we wish to file the pertinent minutes of Planning Commission meetings as an exhibit.

Metropolitan population trends suggest that the optimum metropolitan limits will be main-





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obtained with great difficulty, unless new towns are developed soon and on a large scale - either on entirely new sites or at established communities. And yet the special needs and problems of new town development are not yet recognized and provided for in provincial legislation. The Commission would wish to study this matter further before making specific proposals. A starting point for consideration of this whole question is provided by the British effort to develop 13 new towns with a total population of 608,000. To aid in the study of this experience, the Commission wishes to submit as an exhibit a survey of new town development by Lord Beveridge, who is himself actively engaged in town building as Chairman of the Newton Aycliffe Development Corporation.

#### Membership

Emphasis has been placed upon the need to ensure representation on the planning body of all municipalities within the regional planning district. There is a contradiction between the Commission's statutory duty to prepare long-term plans, and its voluntary impermanent basis of membership. The threat of withdrawal is in itself a disruptive factor. If the planning district is accepted as a unit of government for certain planning purposes then to say that all parts should be represented is no more 'compulsory'



A (Cont.)

"than is the membership in the City of Edmonton of the Highlands or Glenora districts.

The withdrawal of the Municipal Districts of Sturgeon and Strathcona from the District Planning Commission represents a serious setback for the orderly development of the metropolitan area. The circumstances of those withdrawals are contained in Commission minutes presented here as exhibits.

#### 4. ORDERLY METROPOLITAN DEVELOPMENT AND REGIONAL PLANNING

An effective regional plan is essential, from a metropolitan point of view, to control fringe development, to maintain the limited access nature of highway approaches, to provide technical services to new and district towns, to counteract the dispersive effect of high land prices on the location of industry, and to provide a meeting place where the interdependent municipalities of the District can cooperate in matters of common concern.

Every large urban area generates certain pressures for subdivision and development beyond its limits, particularly within the area of convenient commuting distance which may be as much as ten or fifteen miles. These may be highway businesses such as service stations and motels, small holding subdivisions, drive-in theatres, substandard houses and sometimes industry. Such developments, if unregulated, may by the traffic

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the first  
substantive and development factors  
which which the need for some  
are

- 2097 -

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"they generate and their indirect effect on adjacent farm land, seriously affect the development of the urban area from which they emanate.

Of the five main determinants of the quality of urban life - size, density of population, structure of major land uses and the road system, shape of the built-up area and internal pattern - three, namely Size, Structure and Shape - may be decisively influenced by subdivisions and developments entirely outside the jurisdiction of the central city. The history of many urban centres illustrates this process - whereby growth occurs not by an orderly expansion from inside outwards, but by a multi-directional growth that may or may not merge to form one unified urban area. The result is usually a colossus, a frankenstein, that nobody ever wanted, and about which everyone helplessly complains.

Toronto has belatedly responded to this type of situation by vesting in the Metropolitan Corporation, extra-territorial planning powers over a large surrounding area, which includes the fringe area which may be urbanized, and an outer predominantly agricultural fringe area. In the opinion of the District Planning Commission the application of similar measures to this region would not be consistent with principles of democratic government, and because of the justified



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"antagonism it would provoke in rural areas, would be entirely unworkable. By contrast, the district planning organization, proposes to the Royal Commission that the regional planning authority be given adequate powers to do the job it is expected to do, that it be established on a permanent basis, and that it be kept responsible to the electorate within the area of its jurisdiction.

Respectfully Submitted on behalf  
of The Edmonton District Planning  
Commission 77

THE CHAIRMAN: Mr. Gertler, you make reference to two or three documents which you will wish to file, doubtless, as exhibits.

MR. McGRUTHER: We already have them.

THE CHAIRMAN: Have we them all?

MR. McGRUTHER: Yes, sir.

THE CHAIRMAN: Then, Mr. McGruther, put numbers on them before you give them to me. The exhibits, Mr. Gertler, Excerpts from Minutes of the Commission with regard to the Withdrawal of Strathcona, Exhibit 122E.

EXCERPTS FROM MINUTES OF THE  
COMMISSION WITH REGARD TO THE  
WITHDRAWAL OF STRATHCONA, AS  
PRODUCED, MARKED EXHIBIT 122E  
AND PUT IN.

MR. DAVIES: Mr. Chairman, I think it would be desirable when these exhibits are being numbered that the reporter should be instructed as to whether or not it is our intention that any or all of these further exhibits should be copied into the record.

THE UNIVERSITY OF CHICAGO  
LIBRARY  
540 EAST 57TH STREET  
CHICAGO, ILL. 60637

- 2099 -

THE CHAIRMAN: Thank you, Mr. Davies. Have you an opinion?

MR. DAVIES: With respect to Exhibit 122E, I found this material extremely informative; whether or not it should be copied into the record is another matter -- it is very, very extensive.

MR. MOFFAT: I understand that that material has been mimeographed so that there should be copies available without actually putting it into the record.

THE CHAIRMAN: Then, after discussion with my colleagues, 122E will not go in. What about 123E, the Withdrawal of Sturgeon. I would think the same thing would apply. If there are, as has been suggested, ample copies for all who are concerned about it, or interested in it, then I think there is no need to include it in the record. Exhibit 123E, Excerpts from the Minutes re Withdrawal of Sturgeon from the Commission, will not be copied in. Now, Exhibit 124E, Excerpts from "New Towns and the Case for Them", by Lord Beveridge will be so marked.

EXCERPTS FROM MINUTES OF THE  
COMMISSION WITH REGARD TO THE  
WITHDRAWAL OF STURGEON FROM  
THE COMMISSION, AS PRODUCED,  
MARKED EXHIBIT 123E AND PUT IN.

EXCERPTS FROM "NEW TOWNS AND THE  
CASE FOR THEM" BY LORD BEVERIDGE,  
AS PRODUCED, MARKED EXHIBIT 124E  
AND PUT IN.

MR. DAVIES: Mr. Chairman, this memorandum is only two and a half pages long, and my suggestion would be that this one should be typed into the record, having





MR. DAVIES: (Cont.)

regard to the material that is in it, and that it is something new, something that we have not in this country -- it is very useful and informative information and the cost of putting it in the record would not be undue.

THE CHAIRMAN: All right, after consultation it is agreed then that this statement "New Towns and the Case for Them", should appear in the record.

" EDMONTON DISTRICT PLANNING COMMISSION  
EXCERPTS FROM - NEW TOWNS and the CASE FOR THEM -  
by Lord Beveridge

Under the New Towns Act of 1946 there are now thirteen new towns coming into being, or projected, in England and two in Scotland. In this lecture I shall speak mainly of the English towns; the Scottish are similar, but owing to differences in Scottish law in some respects have some differences. I have, however, given some figures for the Scottish new towns in my Summary Table.

Of the English new towns, eight are in a ring round London. In the order of their establishment they are Stevenage, Crawley, Hemel, Hempstead, Harlow, Welwyn, Hatfield, Basildon, and Bracknell. They are all at road distances from London varying from twenty miles (Hatfield) to thirty miles (Stevenage and Crawley). Their object is to deflate London. In place of allowing London to grow endlessly and unbrokenly as in the past, we have decided at last to set up new towns near

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"London, but so far from it that there is bound to be real country between London and each of them.

All the towns of the London ring, and also Cwmbran and Corby, have already in the areas designated for them, substantial populations established, as a rule in existing towns, like the 20,000 Hemel Hempstead, the 18,000 of Welwyn, the 8,000 of Crawley, or the 6,400 of Stevenage. One of the Durham new towns, Newton Aycliffe, is unique in having a wholly empty designated area with about sixty inhabitants in it before, and surrounded by agricultural country. The other Durham town, Peterlee, is unique in a different way. Its designated area, like that of Newton Aycliffe, had practically no population on it beforehand - some 200 or less; this area is surrounded however, not by agricultural land, but by dense populations mining villages; Horden, Blackhall, Easington, Shotton, Wheatly Hill, and so on.

The first step in the creation of a new town in England is that the Minister of Town and Country Planning (re-named now the Minister of Housing and Local Government), designates a certain area in which the new town shall be built, and at the same time, as a rule, names the figure of the population which he has in mind to live there. The areas designated in England range from 880 acres at Newton Aycliffe to 7,834 acres at Basildon. In Scotland where the place of the Minister of Town and Country Planning is taken for the purpose of new towns by the Secretary

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of State, one of the towns - East Kilbride - has designated area of 10,250 acres. Most of the London ring towns, Stevenage, Crawley, Hemel Hempstead have designated areas of about 6,000 acres, and proposed populations of fifty or sixty thousand persons. The designated populations for Harlow and for Basildon have just been raised to 80,000.

The next step is the appointment of a development corporation for the town. For the new social purpose of bringing the new towns into being a new type of agency has been selected, from as many as eight distinct possibilities considered by Lord Reith's committee. This new type of agency is a development corporation of from six to nine members, appointed by the Minister of Town and Country Planning, after prescribed consultations with local authorities of the region. The members of the corporation include a chairman and a vice-chairman, and are now appointed as a rule for two or three years, at a time, with powers of re-appointment. The Reith Committee contemplated five year appointments, but this has been cut down in practice. The members of the corporations all receive salaries. At the present time the salaries normally paid are £1,500 to the chairman, £750 to the vice-chairman, and £400 to the other members.

The development corporation is in law a body corporate with powers, set out in Section 2 (2) of the New Towns Act. These include power to acquire, hold, and manage land, to carry out building and other operations, to provide water, electricity, gas, sewage,



and in Sweden and Norway. The numbers in the  
corporate, all receive a share. If the  
1 and 10,000 to the share in

"and other services, to carry on any business or undertaking in or for the purpose of the new town and 'generally to do anything necessary or expedient for the purpose of the new town or for purposes incidental thereto'. For certain things the development corporations need by statute the previous consent of the Minister and apart from this the Minister, after consulting with the Chairman, 'may give directions to any such corporations for restricting the exercise by them, of any of their powers under this Act, or for requiring them to exercise these powers in any manner specified in the directions'. The development corporations naturally have to spend a great deal of money in developing their towns. They obtain this money by advances made by the Treasury for capital purposes, or in their first three years, by outright grants.

In respect of houses they receive also a subsidy equivalent to that on a local authority house - with a view to keeping rents down. The general standard rate of subsidy on houses completed after the end of February 1952 amounts now in total to £35 12s. od. a year. On local authority houses part of this comes from the rates. In new towns the whole of the subsidy comes from the Exchequer.

The outright grants, however, to the corporations were very small and are now at an end. In general, the principle is laid down that the corporations must pay their way. From the rents that they can get for

Report of the  
Board of Directors  
for the year ending  
February 1933  
The Board of Directors  
has the honor to  
acknowledge the  
receipt of the  
report of the  
auditors and  
to certify that  
the same is  
correct and  
true.

"houses, shops, factories, factory sites, and so on, they must meet the interest on all the capital advanced to them and must repay the capital over a period of sixty years.

The development corporation is not itself a local authority. Its establishment does not abolish the responsibilities or powers of local authorities or boards of nationalized industries in its designated area. These authorities remain liable for the provision of institutions of various kinds required in the new town, schools, health centres and hospitals, libraries, community centres, and so on. They remain liable for the supply of services such as gas, water, electricity, and so on. Only in respect of sewerage and of road making have the development corporations in practice undertaken services of this kind.

The development corporation again is not a local authority in respect of building houses. It builds legally as a 'Housing Association' and this means that in letting houses it is subject, like housing associations and private individuals, to the Rent Restriction Acts. It cannot raise rents beyond the amount first charged.

In practice the first activity of the development corporations has been the making of a master plan for the development of their designated areas (either by their own full-time salaried staff or by employing a consultant on fees). The second step lies in securing the essential services: water, gas, and electricity by

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the tenth is the fact that the



"negotiating with the authorities responsible; roads usually by their own action; sewerage sometimes by their own action, sometimes by arrangements with the appropriate authority. The third step is building houses. The number of houses already occupied (31 March 1952) in each of the new towns is set out in column 10 of the Summary Table. The numbers which it is hoped to have occupied by the end of 1952 are in column 11. With this building of houses goes, for most corporations, a fourth activity - of attracting industry to their areas, either letting sites to industrialists or letting factories built by themselves. With the building of houses and of factories, comes a beginning at least, of providing the other necessary features of a town - schools, community centres, hospitals, and medical services, usually by arrangement with others; shops, places of entertainment, public offices, usually by their own action.

All the new towns now projected in Britain represent only a small fraction of the rehousing that is required. But the importance of new towns cannot be judged by numerical comparisons.

It is not enough to build as many houses as one can, without much regard to where they are built. That was one of our worst mistakes between the two wars. It allowed the monstrous, dangerous, further growth of London from 1914 to 1939. It allowed the same thing on a smaller scale round our other

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3-M-40  
Exhibit 124E.  
L. O. Gertler - Filing of Exhibits.

- 2106 -

"great cities. The new towns are designed to use all the four stones needed to slay Squalor, not some only. They can plan the use of land from the beginning. They can make sane use of transport. They can do - they are doing - something which cannot be done as completely anywhere else. In doing this they can set an example and a standard of healthy happy living, close to one's work and yet close to natural beauty. They can be an inspiration to all."

THE CHAIRMAN: And then we have the amendments to the limited access -- proposed amendments to the limited access highway regulations?

A Well, sir, I believe that there has been no exhibit filed at all on the limited access regulations up to now; is that correct, Mr. McGruther? I believe that is the case -- and if that is the case then the original regulations should be the exhibit.

THE CHAIRMAN: And the proposed amendments under the same number, is that the idea?

A Yes.

THE CHAIRMAN: Mr. McGruther, is it true that we didn't have the regulations?

A You have them but they are not registered as an exhibit.

MR. McGRUTHER: They are exhibited as part of something else.

MR. DAVIES: Mr. Chairman, I think I know what the position is: you remember when Mr. Lash appeared before us, that before he left I believe we asked him to file with the Commission a summary of all the existing legislation and regulations, and he said he would do that, and subsequently to that, we have been furnished

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MR. DAVIES: (Cont.)

with quite an extensive brochure, and among other things, it contains these regulations.

THE CHAIRMAN: Well, is it your thought that all this should be put in as an exhibit? Probably it should be --

MR. DAVIES: I would like to just hand this to Mr. Gertler for a moment and let him look at it.

THE CHAIRMAN: Mr. Gertler, we all have this; now, would you like to have this entered as an exhibit, is that what I understand?

A Yes, if you think it serves some purpose, yes.

THE CHAIRMAN: Yes?

A I was just suggesting it wouldn't be proper to enter the amendments alone.

MR. BLACKSTOCK: Are those amendments referable to this general plan?

A Yes.

THE CHAIRMAN: Very well, I think maybe we now understand ourselves. Mr. Davies, I would ask you first about that volume of material or quantity of material furnished us by Mr. Lash; is it your suggestion that now or sometime later that should be entered as an exhibit?

MR. DAVIES: Well, have we got the constitution of the District Planning Commission anywhere else?

A No, I believe that's where you will find it, in those various folders submitted there.

THE CHAIRMAN: Then, it should be entered as an exhibit, I would say. In view of the recommendations contained in your submission now, or in the earlier one, or both, then we certainly should have the legislation constitu-





THE CHAIRMAN: (Cont.)

ting the District Planning Commission. Now, then, it becomes merely a matter of the order in which we number these. I think, following what I have said, that first of all we should have as Exhibit 125E, the limited access highway regulations with amendments as suggested by the District Planning Commission, would that be correct?

MR. McGRUTHER: Well, under Exhibit 18E, when Mr. Lash presented his memo, there was a copy of the highway regulations attached to that.

THE CHAIRMAN: Meaning this?

MR. McGRUTHER: No, no --

THE CHAIRMAN: Well, we are going to deal with Mr. Lash's material in a moment, as soon as we get this one done. Limited access highway regulations and suggested amendments -- that will be Exhibit 125E.

LIMITED ACCESS HIGHWAY REGULATIONS  
AND SUGGESTED AMENDMENTS, AS PRO-  
DUCED, MARKED EXHIBIT 125E AND PUT  
IN.

THE CHAIRMAN: Now, then, Mr. McGruther, I have been inquiring of everybody what about this material submitted by Mr. Lash at our request. It has not been filed as an exhibit but it would appear from the discussion that has just taken place that we ought to have at least the constitution of the District Planning Commission. Now then, can you describe that so we can give it a number?

MR. McGRUTHER: Planning legislation and regulations.



- 2109 -

THE CHAIRMAN: Thank you, and that would be Exhibit 126E?

MR. McGRUTHER: Yes.

THE CHAIRMAN: Will you read the title again for me, Mr. McGruther?

MR. McGRUTHER: Planning Legislation and Regulations,  
Province of Alberta.

THE CHAIRMAN: Yes, as submitted by Mr. Lash?

MR. McGRUTHER: Yes.

PLANNING LEGISLATION AND REGULATIONS,  
PROVINCE OF ALBERTA, AS SUBMITTED,  
MARKED EXHIBIT 126E AND PUT IN.

THE CHAIRMAN: Now, that cares for all the exhibits that we should have registered at this time, does it?

MR. MOFFAT: Yes, sir; except possibly we should have in the record a reference to the Exhibit number of the City's proposal as to this thing.

THE CHAIRMAN: Mr. Gertler -- excuse me one minute, Mr. Moffat -- Mr. Gertler, I have here excerpts from Minutes concerning the establishment of a new and used car mart on highway number 2. That was furnished from your office, I take it?

MR. GERTLER: Yes.

THE CHAIRMAN: Is that important to be registered as an exhibit?

MR. GERTLER: No, I don't think so, sir.

DR. MAYO: That was furnished at my request so we could have the information.

THE CHAIRMAN: Do you wish it as an exhibit?

DR. MAYO: Yes, sir. I would like it to go in; it seems the most sensible way to deal with it.

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3-M-44  
L. O. Gertler - Filing of Exhibits.

- 2110 -

THE CHAIRMAN: Very well, Exhibit 127E.

EXCERPTS FROM MINUTES CONCERNING  
THE ESTABLISHMENT OF A NEW AND  
USED CAR MART ON HIGHWAY NO. 2  
NORTH (ST. ALBERT TRAIL), AS  
PRODUCED, MARKED EXHIBIT 127E  
AND PUT IN.

MR. MOFFAT: Now, sir, I am not sure whether the reporter got that number; 78E was the exhibit filed showing the City's proposal as to the regional planning authority, and I think it worthwhile to record it for convenience in looking it up.

THE CHAIRMAN: You mean to have it written into the record as a reference to Exhibit 78E?

MR. MOFFAT: Yes.

MR. DAVIES: Is that the Mayor's letter?

MR. MOFFAT: The Mayor's letter is attached to that; there is a more elaborate document and then the Mayor's letter is attached to it.

THE CHAIRMAN: Now, before we have our mid-morning break, Commissioner Davies wishes to say something with reference to the letter from the Chamber of Commerce.

MR. DAVIES: Mr. Marlett, in respect to certain correspondence that has passed between the Commission's secretary and your office in respect to whether or not the Edmonton Chamber of Commerce would be filing a brief, the situation as I understand it is that following the reception of the last letter your position was that the Chamber of Commerce had not resolved definitely whether or not it would be filing a brief, and the letter from the Chamber of Commerce indicated that their member-

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concerns that has arisen between the Commission

and your office in respect to whether or not

the Commission's order of Commerce would be binding

on the Commission's order of Commerce in that follow-

ing of the Commission's order of Commerce was

not a validly binding order of Commerce

and the Commission's order of Commerce

- 2111 -

MR. DAVIES: (Cont.)

ship thought that the problems were complex and there were many different viewpoints, and if I remember correctly the question of boundaries was a problem of considerable complexity to the Chamber of Commerce; in short, the situation was that the Chamber of Commerce was not able to arrive at a conclusion as to whether or not a brief should be filed. That, in short, was, I believe, the position shortly before the Commission resumed its present sittings.

Since that time certain evidence has been presented to this Commission on behalf of industry, and the Commission feels that without entering into the controversial matter of boundaries or whether there should or should not be amalgamation, that there is possibly a very useful field in which the Chamber of Commerce might be able to be of some assistance to this Commission, particularly in the field in respect to industry: the taxation of industry, the incidence of freight rates, in respect to the establishment of industry in the Province of Alberta, the question of local taxes, the possibility of this Province having competition with Saskatchewan and Manitoba in respect to the attraction of industry by reason, let us say, of gas and oil discoveries in those provinces; the factor of the limitation of markets for the product of particular industries that might be established here in terms of what market exists for those particular products in the area. For example, in respect



- 2112 -

MR. DAVIES: (Cont.)

of nickel, the evidence so far before us is that there is no market for nickel in Alberta at all, and all the nickel is shipped to Pittsburgh.

Then, perhaps, there might be dealt with the problem and question of the trend of the economy of Alberta from pretty well an agricultural economy into a dual economy of industry and agriculture, and the desirability of developing or establishing the existence of a local market, and the benefit to the farmers of Alberta from the development of industry in this province.

Now, those are just random thoughts without any preparation, but it is the opinion of this Commission that is quite a wide range or field in which the Edmonton Chamber of Commerce, without getting itself involved in any local controversy, could perhaps be of some use and assistance to this Commission, and that is why the suggestion is made at this time.

MR. D. F. MARLETT: Mr. Chairman and Gentlemen, the Edmonton Chamber has been studying this, as you are aware, we have indicated it to you, for some time. In the initial studies of the committee particularly, it presented quite a problem to determine just what approach the Chamber might make. However, as the hearings of the Commission proceeded, and are proceeding, I think the situation is being clarified considerably. During the first hearing it was the feeling of our committee endorsed by our council, that until such time as we



at least 100  
times as much  
as the  
original

- 2113 -

MR. MARLETT: (Cont.)

had a clear picture of the issues involved that it would be perhaps a little premature for the Chamber to make any statement. The suggestions you had made are under consideration, in part at least, by our committee and they are continuing to study them; but whether or not the Chamber will approve of the submission of that brief, of course, remains to be seen. The Chairman of our committee has taken note of the suggestions you have made and it will be referred to the next meeting.

THE CHAIRMAN: You understand, Mr. Marlett, that if a brief is to be submitted, the next sitting in this City is January 5th, so the study had perhaps better be hurried up a bit; there can be no guarantee given that there will be any opportunity later on, later than that for the submission of briefs.

MR. MARLETT: The Committee has that in mind, and it is continuing its study with a view to having a final decision reached prior to January 5th on the part of the Chamber of Commerce.

THE CHAIRMAN: Then we will now have our usual ten minute recess.

(At 11:05 a.m. this date, the Commission stood adjourned until 11:15 a.m., this same date and reconvened).

THE CHAIRMAN: Now, we are ready to begin cross-examination of Mr. Gertler.

1-17-71  
Director of General Services

MEMORANDUM FOR THE DIRECTOR: There is still a need for a

(11:00 a.m. after class)

3-M-48  
Filing of Exhibits.

- 2114 -

DR. MAYO: Before we start, sir, there are amended regulations, land use regulations, of the Outline General Plan. This is part of the material that was entered with Exhibit 14E, the Outline General Plan, so that since these are amended regulations perhaps they just could go with 14E.

THE CHAIRMAN: And not be given new numbers?

DR. MAYO: Well, it hardly seems necessary, sir.

THE CHAIRMAN: The reason I raised the question, Dr. Mayo, is the fact that we gave new numbers just a little while ago to 14E, the very same material -- I had a feeling we had it in them, these outline regulations -- are they not the same?

DR. MAYO: No.

THE CHAIRMAN: Very well, we will give this a number.  
Will you give us the name, Dr. Mayo?

DR. MAYO: Land Use Regulations, Outline General Plan,  
Revised November 1954.

THE CHAIRMAN: This is Exhibit 128E, Land Use Regulations,  
Outline General Plan as amended. These will not go  
in the record.

LAND USE REGULATIONS, OUTLINE  
GENERAL PLAN, REVISED NOVEMBER  
1954, AS PRODUCED, MARKED  
EXHIBIT 128E AND PUT IN.

THE CHAIRMAN: Then we will proceed with the cross-  
examination of Mr. Gertler.

MR. STEER: Mr. Garside wants me to start, sir.

THE CHAIRMAN: Very well.

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3-11-49

L. O. Gertler - Mr. Steer Ex.

- 2115 -

L. O. GERTLER, having been recalled, examined on his former oath by Mr. Steer, testified as follows:

Q Mr. Gertler, the first thing I want to take up with you is these land use regulations which were just filed as Exhibit 129E. Is you will recall we filed with our brief a statement by Mr. Plotkin in 1951 as to the land use in Zone A of the green belt. Is it your position that these land use regulations which have just been filed are substantially different from the statement that was made by Mr. Plotkin?

A No, they are not, not with respect to the A Zone which you happen to be interested in.

Q Which is the one we are interested in?

A They are different in some respects though: the general statement is different, there is no reference in the general statement to the acquisition of land for parks.

Q No.

A And they are different in that the conditions under which small holdings might be permitted are more specifically defined, and the parcel permitted is three acres as a minimum rather than five originally; and they are different in that a class of commercial development is permitted which has relationship to park and recreational activities. Those are the main differences.

Q And these regulations, these are the regulations which I understand were passed on April 9th, 1952, by the Commission, is that correct? These regulations,



- 2116 -

Q (Cont.)

Exhibit 129E, were passed on April 9th, 1952?

A And revised in November 1954.

Q And they still forbid in the A Zone all industrial uses?

A In the A Zone, yes.

Q And all residential subdivision?

A Yes.

Q And all fur farms, hog ranches and cattle buying stations?

A I would like to check that.

Q I thought you had a copy, I am sorry; I am referring to the second page.

A That's right.

Q And in addition they impose further restriction in that drive-in theatres are prohibited in the A Zone?

A Yes, that's correct.

Q And then they explain, as I understand it, to what use these twenty acre plots could be put that are referred to in Mr. Plotkin's statement; would that be right?

A No, they refer to -- .

Q Under the heading "Agriculture"?

A No, under "Small Holdings", there is a listing -- .

Q Yes, I beg your pardon.

A There is a listing of all the various types of small holding activity and the intention is to include them all.

Q And those are between three acres and twenty acres -- that's what you regard as a small holding?

— 22 —  
The following is a list of the  
names of the persons who  
were present at the meeting  
held on the 1st of May, 1900.

A That's correct.

Q Now, I would like to deal with this, what is called "Commercial Development" -- which is heading A on the first part -- heading A on the first page of the A Zone part of the regulations; and what I understand there would be development to provide for refreshment stands in parks, development to permit a golf course, for example, to have a club house -- things of that nature.

A Yes, and it could be, let us say, a recreational club with a variety of activities.

Q Assuming the recreational club was prepared to purchase the land, is that correct?

A Oh, yes, certainly.

Q Yes, so that there would not be a high demand for that kind of industrial or commercial development; would that be correct?

A Well, yes, and no, because those lands which have been selected for the A Zone green belt are primarily those lands which have some advantage from the viewpoint of their natural features. They are primarily river valley and ravine lands which I think are regarded as the most suitable areas for recreational activity in this region.

Q Now, I am going to come back to that suggestion in a moment, so perhaps I will leave it.

A Surely.

Q But in all likelihood it is going to be land which has been taken over by the City for park in which these commercial developments would appear, is that likely?



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A Well, part of it now is taken over.

Q For park?

A Yes, the golf course and White Mud ---.

Q That's by the river?

A Yes.

Q I am referring to this belt which goes around the periphery of the City, which is A Zone, is it not?

A No, I don't think so, a large part of it at the present time is in the most northerly half mile of the City of Edmonton, and I would say that the greatest validity it has there is in the small holding units.

Q I see, yes, so that people who have their land in the A Zone green belt which goes around the periphery of the City -- I think we understand each other now?

A Yes.

Q Your idea is that that land is going to be substantially small holdings, or these twenty acres plots or more, for agricultural use, is that correct?

A Well, I wouldn't like to commit my Commission to any future use of the land.

Q But that is as you visualize it?

A The plan is subject to amendment in every respect.

Q As it stands now you visualize it, though, as I have stated it to you, is that correct?

A Visualize small holdings -- in what particular areas, Mr. Steer?

Q The area of the green belt which surrounds the outside of the City. Now, perhaps I could show you on

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- 2119 -

Q (Cont.)

Mr. Mayo's map, if I may. I am referring to this green belt which goes around the City, almost completely around the City.

A I think there you would have to differentiate between various parts of that. Part of it now is to provide for small holdings; part of it is to provide a buffer between industry and housing.

Q All right, we will be coming back to that; and there are, of course, two other uses: burial grounds and public utilities, which are mentioned in your regulations and which were not mentioned in the original statement by Mr. Plotkin?

A Yes.

Q And the public utilities, of course, must go through there for the purpose of serving the B Zone, I take it?

A Yes.

Q And then, in your evidence which was given before, I think you made this statement: the inner green belt, and I understand from that you meant Zone A?

A Yes.

Q Is primarily designed as a measure to preserve natural park lands and to provide buffers between antagonistic land uses, that is, housing and industry. So that this green belt, Zone A, there isn't much doubt about it, is a very serious restriction on a landowner's rights to use his land; would that be correct?

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Berkeley, California  
April 1964



A Well now, I would like to make a comment on that -- although I believe that it is really not my business to pass judgment on such a statement -- but I would like to say this: that I have been frequently surprised at the attitude towards agricultural land which people have in a province which has been built up by those who worked the land. I happen to have looked at the results of the recent Alberta Soil Survey in the area you are talking of, and that land is classed amongst the best land in the province. It is black loam soil of the most productive type and it is a well maintained farm. The implications of your remarks would be that agriculture is a non-economic and non-productive enterprise. Is that what you are suggesting, Mr. Steer?

Q No, I have asked you a question, Mr. Gertler, and it is simply this: that these regulations are a very serious restriction on a landowner's right to use his land as he sees fit?

A Well, all zoning does that, Mr. Steer.

Q Quite right, but what I say again, Mr. Gertler, is that they are a serious restriction on an individual landowner's freedom to use his land as he sees fit?

A Yes, all zoning is.

Q And this zoning in particular?

A Well, all zoning is to the extent that by its nature it recognizes that in the land there is a community as well as a private interest. Now, that is the legal assumption of zoning, otherwise a residential zone could not stand, could not have validity, nor an



A (Cont.)

industrial zone. All zoning recognizes that the community has an interest in the way the land is developed, as well as the individual and to that extent I would agree that it is a restriction on the individual liberty, his liberty in his land, yes.

Q And in this question of zoning, to a large extent in Edmonton the land has developed certain characteristics, people have purchased that land for certain purposes and developed it; and one might say, committed themselves; and the zoning to a large extent follows the already developed characteristics. For example -- I am sorry this question is so long -- for example, in Glenora and in St. George's Crescent the zoning is that you must build a house to a certain value, is that correct?

A In some of those districts there is that restriction, yes.

Q And in this particular case these people might well have -- I am talking about the A Zone now -- might well have committed themselves prior to the imposition of the green belt with a view to eventually selling their land for industry; would that be correct?

A Yes; although following along the lines of your statement, the zoning certainly was consistent with the previous use which was agriculture.

Q When was the A Zone imposed on these lands?

A I believe it was in 1951.

Q In 1951, and by that time certainly quite a number of these lands had developed a potential industrial use?

and continued to be  
of the same kind as  
the one which was  
found in the  
same place  
in the same  
place.

- 2122 -

A Yes, I suppose some of the lands had.

Q And the green belt coming down on those lands, therefore, generally speaking, is a greater restriction than would normally result from zoning?

A Well, that is a difficult question to answer.

Q Yes, perhaps it is.

A It is, yes.

Q Yes.

A I would say this: that the District Planning Commission has always given a very good audience to any request for amendment to our plan; and I do not recall one request made to the District Planning Commission to amend the A Zone green belt as it now stands.

Q Well now, you may not remember it, and if you don't remember it I want you to say so because I will drop the line of questioning; there is a man by the name of Frank Bain -- do you remember the name?

A Where is his land?

Q Frank Bain -- his land is in the area to the west of Jasper Place and I think he owns about thirty acres.

A Yes, that is in the B Zone.

Q Oh, that is B Zone?

A Yes, I remember Frank Bain's case very well.

Q Well, if it is B Zone land I will drop it, because he came in to see me and I couldn't understand what he was driving at, so I thought perhaps I had better ask you.

Now, the function of this green belt Zone A, is





Q (Cont.)

a buffer between the residential land and industry;  
is that what it is for?

A That is one of the purposes.

Q That is one of the purposes, I believe?

A Yes.

Q I just wanted to ask you this question then, Mr.  
Gertler, if I may borrow the map again; I notice  
that your A Zone north of the City is quite broad?

A Yes.

Q I wonder if you can tell me how broad it is?

A Half a mile.

Q The A Zone that divides the industrial development  
of Strathcona from the residential development in the  
south and east part of the City is, on the other hand,  
very narrow. Now, I wonder if you could tell me how  
wide the green belt is on this south and east side of  
the City?

A Well, it's in several hundred feet.

Q Several hundred feet?

A Five or six hundred feet. I should add to that that  
the industry itself has voluntarily established very  
liberal set-backs from their property lines.

Q And I rather gathered from what I said to the gentle-  
man that was here from Sherritt Gordon, that these  
people were quite prepared to provide liberal set-  
backs, is that correct?

A It seemed so, where they feel that there may be some  
hazardous, some hazard or nuisance arising out of  
their establishment, they seem to be quite glad to

Give me a list of the things that I should see in this part  
of the country. I am very interested in the history and  
geography of the region. I have been to the mountains  
and the valleys, and I have seen many beautiful  
scenes. I have also seen many interesting  
people and customs. I have been to the  
great cities and the small towns. I have  
seen the best of the country. I have seen  
the best of the people. I have seen the best  
of the world.

A (Cont.)

recognize the need.

Q And it produces a more pleasant looking factory which is good for business?

A In some cases, yes.

Q Are there any antagonistic land uses in the immediate vicinity of the land owned by the people that I represent?

A No; I think that another part of the general clause applies to that area, and that would be to preserve natural park land along rivers, creeks and ravines, and to provide space for recreational facilities, and to some extent, I believe, for the protection of major arteries.

Q Would you mind giving me the reference to where you are referring?

A I am reading from the general purposes under A Zone green belt.

Q And what is your suggestion with respect to this then?

A My suggestion is that the buffer function does not apply to your land.

Q Oh, I see. Now, would you agree that the land that is owned by these people possesses all the necessary characteristics to be developed as industrial land?

A I think it does have some of those characteristics, but so does a lot of other land.

Q Quite right, but let's deal with this particular piece just for the moment.

A If you like, but I don't think it could be considered in isolation.





Q I would like to do so for the moment.

A Fine, all right.

Q Mr. Gertler, this land is downriver and downwind, presumably, so that an industry which produces noxious fumes could use that property?

A Yes.

Q And it is a piece of property that is near the river so it has a ready water supply, and there is also gas -- that would be right?

A Yes.

Q And as I understand it, those are the primary considerations or the primary requisites for the large type of industry?

A Yes.

Q Now, I would like to turn, perhaps I should pursue that just a little further -- there is other land in the green belt, most certainly, which doesn't possess all those necessary characteristics; is that right?

A That's true.

Q And that land would be land which lies in the green belt to the west of the land which I am interested in? Our land is approximately there, and now, as you proceed that way, to the west, those characteristics disappear, do they not?

A That is true.

Q Yes?

A Some of them.

Q Some of them?

A Yes.

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Q Some of the important ones?

A Water.

Q And perhaps gas, the main trunk line gas?

A Yes, but I think it is close enough to be made available.

Q Yes; now, I want to turn to the Town and Rural Planning Act for a moment. The Town and Rural Planning Act does provide for compensation, does it not?

A Not for zoning.

Q I am not suggesting that; I said it does provide for --

A Under certain very clearly defined conditions, yes.

Q In two specific instances?

A The ones set out in your brief.

Q The ones set out in our brief, that is, a development scheme and a replotting scheme?

A Yes.

Q Now, as I understand the development scheme, the land of the person in question is completely taken away from him by expropriation, is that correct?

A Well, under the development scheme the local authority has the right to say, if they pass the appropriate bylaws, that the land shall be used for this or that purpose, not necessarily the narrow public purposes of, let us say, streets and lanes, but they may say for housing or some other purpose, and they may expropriate the land for any of those purposes.

Q Yes; so that when you talk about compensation where there is a development scheme, you are dealing with

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Q (Cont.)

the case where a man's land has been taken away from him?

A Yes, in fact it's very much like the procedure which is now followed for the acquisition of lands for streets and lanes; that is, you try and purchase the land, but if the local authority cannot purchase, the Act gives the right of expropriation, and, of course, the right of compensation to the owner.

Q I would like to refer you to Section 77 again, just for a moment, in <sup>the</sup> Town and Rural Planning Act, and that is the section which says that when the development scheme comes into force the Council may acquire by expropriation or otherwise any land or buildings which are essential; and then it says, together with lands which are remnants of parcels, portions of which are necessary for the carrying on of the scheme; and then further, lands which may be injuriously affected by the scheme. So that it is correct to say that they recognize in that section that people whose lands are not absolutely required by the scheme but are merely injuriously affected by it, should have compensation?

A Yes, well, that's implied in the next section, Section 78.

Q Yes.

A This establishes the right to buy such lands.

Q That's right, and then there is a right to compensation?

A Yes.

Q Or I should say that is in effect giving them compensation?



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A Yes, under the conditions of the development scheme, that's quite right.

Q Now, under the replotting scheme, I would like to refer to Section 53, if I might. Now, under the replotting scheme I am correct in saying that that is the case where a landowner's land is taken from him and the authority tries to give the landowner equivalent land in some other area; is that correct?

A Not quite, it's almost.

Q All right.

A It's the case where local authority is faced with an outmoded pattern or subdivision and wishes to re-subdivide an area, which is undeveloped according to what they consider to be a proper pattern. Very frequently there are subdivisions from the past, from speculative days which did not take into account the most pronounced physical features of the land; and this provision enables the local authority or the residents themselves, that is, the owners of the land, as long as there are 60% of those who -- in terms of area and value, assessed value of the land -- as long as there is that condition, they can re-subdivide the land and have it legally registered.

Q Or the local authority can do so and compel those people, am I right?

A Yes, if you have the 60% proviso; and then, of course, compensation is provided for through arbitration before the Board of Public Utility Commissioners.

Q And those people who refuse to consent to the plan, the dissenters, may apply for compensation?

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A Yes.

Q Now, Section 53 deals with the question of compensation, and would you agree that under this section with respect to compensation the difference in value between the new land and the old land is compensated for?

A Well, I wouldn't care to say yes or no.

Q You wouldn't care to say yes or no -- well, perhaps I should read it -- may I read it, a couple of parts of it?

A Yes.

Q "The Board of Public Utility Commissioners may allow compensation for and on account of the loss of value of the former parcel insofar as adequate compensation is not afforded by the new parcel allotted."

So that what I suggest to you is substantially correct?

A Oh, I don't think so, explicitly, because this merely gives the individual a right to dispute the way in which land is reassigned in the replotting scheme. It does not say --

Q It gives him the right to say that the parcel of land I have got is not of equivalent value to the parcel that I had before.

A Yes, he has the right to say that.

Q So that what he is obviously trying to get and what the Board is entitled to give him if he can prove that, is that difference in value?

A Yes, correct.

Q Now, might I refer to the Community Planning Review of October 1953, on this question of compensation; and





Q (Cont.)

I would like to refer to Mr. Culham's article at the bottom and top of page 9, and he is referring, I think you will see, to the question of green belt and the fact that one man's land is deprived of its value while another man's land becomes valuable -- or remains valuable, I should say. Would that be correct? It's the last paragraph in Column 1 and going up to the top of Column 2.

A I think perhaps it would be best if you read it, Mr. Steer.

Q I wonder, perhaps it would.

"A great deal of persuasion is required to convince owners of farm land that their property should be zoned for purely rural uses. However, landowners may be willing to accept exclusion of close density subdivisions, because they hear from many sources of the ruinous rise in taxes on farms where development is taking place. The farmers look over the fence and see their neighbors receiving fancy prices for their land and they are hard to convince. They know that under stress the provincial government will offer grants or some scheme for spreading industrial and commercial tax revenue over a metropolitan area and so relieve the burden on farm land. So it is simply wishful thinking to hope that farm owners will accept total exclusion of develop-

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Q (Cont.)

ment. Therefore, if it is absolutely essential to exclude development or remove the reasonable expectation of profit, then the consequences must be paid, either some form of compensation such as tax relief or damage allowance."

So that it is recognized by Mr. Culham -- and I would take it you would recognize him as an authority -- that damages are a necessary thing if this green belt is to be developed with justice.

A Well, I would say this, that first of all Mr. Culham makes a statement that it would be wishful thinking to hope that the farm owners will accept total exclusion of development. Now, our green belt doesn't do that. I certainly would agree with him if he were referring to lands which are definitely being reserved for acquisition as parks. There is no question about that at all, it is certainly sound; but I would also say that if he is not referring to that class of land which would be park land, then he is only looking at one side of the picture.

Q Well, may I just at that point suggest this, that he is not referring specifically to park land, and I would refer you to the opening sentence where he says "should be zoned for purely rural uses" -- there is the example he gives of the farmer looking over the fence -- .

A Well, the establishment of a dairy farm is not "development" in his use of the word.



Q Apparently not.

A Well, I would say then that I don't agree with him as the statement stands there, because he is looking at one side of the question. I think I have already made reference to the fact that the District Planning Commission by virtue of its past zoning which has been implemented by the constituent municipalities, has added many thousands of acres of industrial land to this area. Now, certainly the value of that land has increased by virtue of that action; so that if you were to be entirely consistent you would have to say that the increment in the value of that land should return to the state, but if that is not the case, then I don't think that you can claim compensation when the opposite conditions prevail.

Q Well, I wonder if that is so, I wonder if that is entirely so in this country. Prior to your zoning this man had his land free and clear of any trammels whatsoever; he could do as he pleases. He could, therefore, sell it for industry. The Planning Commission zones it for industry, so that you haven't given him anything, have you? On the other hand, the man who had land in the same situation as the one I just mentioned a moment ago, can now no longer sell his land for industry, so he has lost that, is that right?

A Well, I don't entirely agree with that statement.

Q You don't entirely agree?

A No -- is it your intention to ask me whether I accept your statement?





Q No, you have told me you don't agree. I just suggested that the zoning may not, in fact, confer a gift on the landowner, because he had that right already, whereas the zoning might well take away the value of his land?

A Well, my answer to that would be that the value of the land is increased -- but you are quite correct in saying that under our present laws the man previous to zoning had the right to sell his land for industry. So did all the other people for endless miles have that right. But what we have done, we have said, we have looked at this land and on the basis of all the factors which are favorable to the location of industry, we have picked out 2,000 acres of land which is the best industrial land. By that action I think that the market value of the land is increased, and to that extent I would disagree with your statement.

Q I see. Now, you have selected an industrial area, I believe, in the southeast area of the City in Strathcona; when was that zoned as industrial land?

A Well, I believe it was in 1952 -- I would have to check.

Q And what industries were in there in 1952 when the zoning came down on the land?

A Well, that is not the total, some of the zoning was fairly early; but in 1952 there was the Canadian Chemical Company, the Interprovincial Pipeline, British-American Oil, Imperial, McColl-Frontenac.



Q Yes, so that in that year the area had definitely established its characteristic as industry?

A Well, when I said 1952 I was referring to the revisions which added most of the land -- .

Q Yes, all right.

A But those were earlier.

Q Subject to that qualification?

A Yes.

Q The land had established its character as industrial?

A Some of it, not all of it.

Q The idea was there in the people?

A For parts of the area, certainly the areas immediately adjacent.

Q To Imperial and Canadian Chemical -- was it Canadian Chemical, did you say?

A Yes.

Q Yes, which is the factory in the extreme north of the area?

A Yes.

Q And Imperial Oil and B.A. come down this way from it, going in toward the south and west of the area; is that correct?

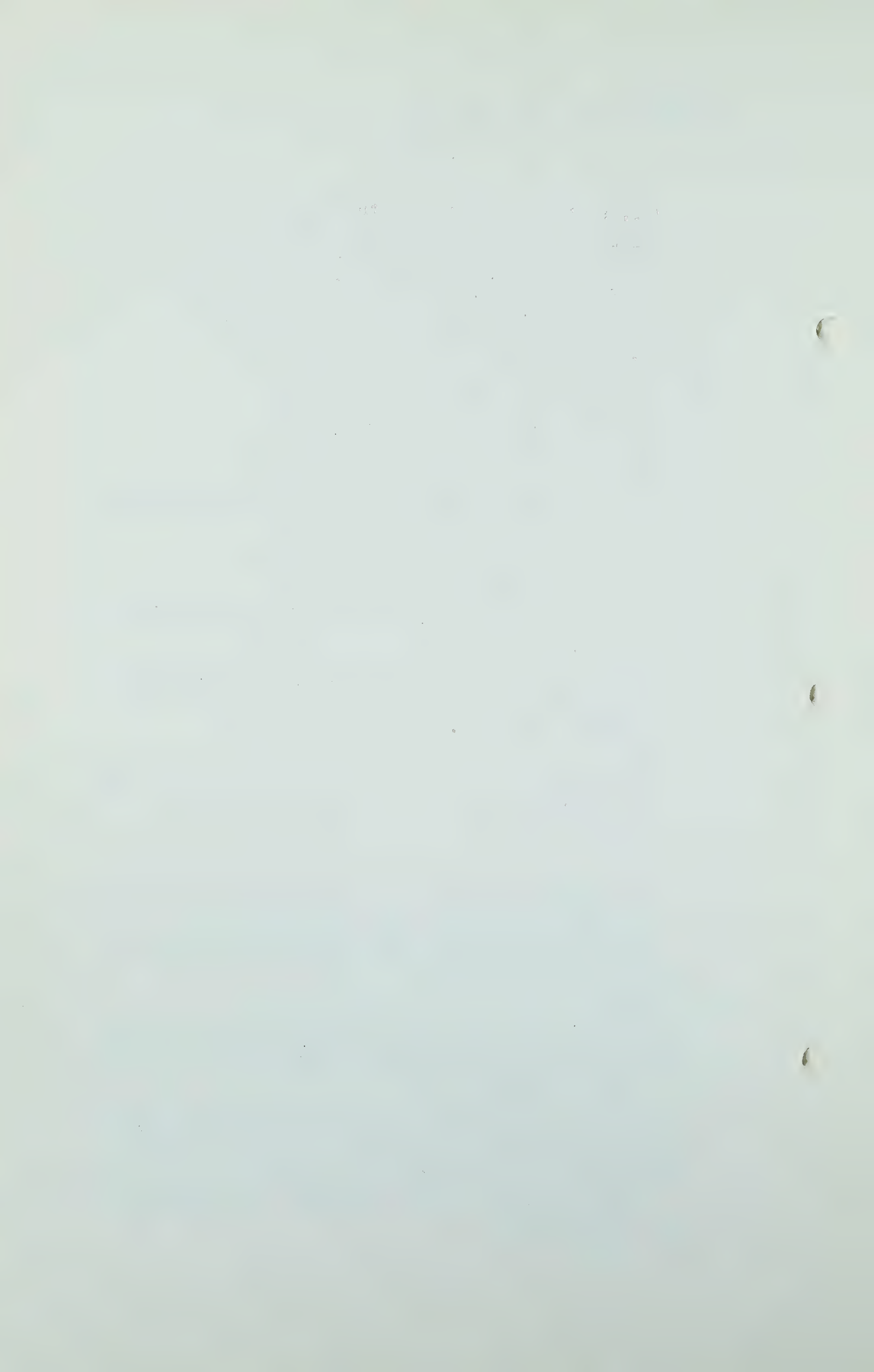
A Yes.

THE CHAIRMAN: Mr. Steer, we are thinking of a suitable place to adjourn.

MR. STEER: I think this would be a suitable place, sir.

THE CHAIRMAN: Very well, then, we stand adjourned to nine forty-five tomorrow morning. You understand that?

MR. STEER: Yes.





3-M-69  
Adjournment.

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THE CHAIRMAN: Very well.

(At twelve noon this date,  
the sittings of the Commis-  
sion stood adjourned until  
9:45 a.m., Thursday, the  
2nd day of December, 1954.)

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